

ANALYSING THE FORMS OF AID DELIVERED TO GUINEA BY THE TRADITIONAL AND RE-EMERGING AID DONORS: CONTRASTING AID POLICIES FROM CHINA AND FRANCE

分析传统援助国和新兴援助国向几内亚提供援助的形式： 中国和法国援助政策的对比

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Abstract

Traditional and (re)-emerging donors have been the subject of considerable debate in the current aid system. Both concepts have been ambiguously defined in the literature (Ling 2014; Kragelund 2010). This paper aims to participate in the discussion regarding the similarities and differences between these two categories of donors, specifically focusing on the variations in the forms of aid delivered to recipient countries. For this study, China and France were selected as case studies, focused on their aid policies in Guinea. China is considered a (re)-emerging donor, whereas France is categorized as a traditional donor. As a result of the study, significant similarities were found in the forms of aid provided by both donors (China and France), as well as similar criteria for allocating their grants and loans. However, differences exist in terms of the beneficiaries of their loans—whether it pertains to China's interest-free loans or France's concessional loans.

Keywords: Aid, traditional donor, emerging donors, poverty reduction, Guinea.

摘要

在当前的援助体系中，传统捐助方和新兴捐助方一直是争论的焦点。文献中对这两个概念的定义含糊不清（Ling，2014年；Kragelund，2010年）。本文旨在参与讨论这两类援助国之间的异同，尤其关注向受援国提供的援助形式的差异。本研究选择了中国和法国作为案例研究对象，重点关注两国对几内亚的援助政策。中国被视为（新兴）捐助国，而法国则被归类为传统捐助国。研究表明，两个捐助国（中国和法国）提供的援助形式非常相似，分配赠款和贷款的标准也相似。然而，无论是中国的无息贷款还是法国的优惠贷款，在贷款受益人方面却存在差异。

关键词：援助、传统捐助方、新兴捐助方、减贫、几内亚

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I. Introduction

The forms of foreign aid can include the provision of financial grants, loans, technical advice, training, equipment, and commodities such as food, health resources, infrastructure materials, and transport (Wells, 2015). The Development Assistance Committee (DAC) refers to aid as the loans and grants allocated to developing countries which fulfill three criteria: 1) the loans and grants must originate from the public sector, 2) they must be provided with the intention of promoting economic development, and 3) they must be concessional in nature and contain a grant element of at least 25%. Other classifications of the form of aid do so by dividing aid into cash aid (grants or concessional loans), in kind (e.g., food aid), or in the form of debt relief.

The form of aid significantly influences its effectiveness in poverty reduction. Frequently, aid aimed at addressing poverty consists of loans and grants (as defined by the DAC's official development aid criteria). Specifically, the OECD categorizes aid into grants, 'soft' loans, and the provision of technical assistance. Soft loans are those where the grant component constitutes at least 25% of the total.

The literature remains divided regarding which instrument is most appropriate and effective for combating and alleviating poverty. Therefore, the purpose of this paper is to explore the preferences of traditional donors (in this case France) and emerging donors (specifically China) concerning the forms of aid they consider most suitable for poverty alleviation, both generally and particularly in Guinea.

I. 引言

对外援助的形式可包括提供财政赠款、贷款、技术咨询、培训、设备以及食品、卫生资源、基础设施材料和运输等商品 (Wells, 2015 年)。发展援助委员会 (DAC) 将援助称为分配给发展中国家的贷款和赠款, 这些贷款和赠款必须满足三个标准: 1) 贷款和赠款必须来自公共部门; 2) 供贷款和赠款的目的必须是促进经济发展; 3) 贷款和赠款必须具有优惠性质, 且赠款比例至少为 25%。其他援助形式的分类方法是将援助分为现金援助 (赠款或优惠贷款)、实物援助 (如粮食援助) 或债务减免形式。

援助的形式在很大程度上影响其减贫效果。通常, 旨在解决贫困问题的援助包括贷款和赠款 (根据发援会官方发展援助标准的定义)。具体来说, 经合组织将援助分为赠款、“软”贷款和提供技术援助。软贷款是指赠款部分至少占总额 25% 的贷款。

关于哪种手段最适合和最有效地消除和减轻贫困, 文献中仍然存在分歧。因此, 本文旨在探讨传统捐助方 (本例中为法国) 和新兴捐助方 (特别是中国) 对其认为最适合几内亚减贫的援助形式的偏好。

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II. Evaluation of the form of aid delivered by China and France for poverty alleviation

2.1. Forms of aid delivered by China

Prior to 1990, China provided interest-free loans and grants to its partners in Africa. Most of China's grants go toward social projects (health, education, and housing), whereas most of its interest-free loans go toward infrastructure projects. As for the concessional loan, it covers large projects which involve the transfer of China's know-how and the export of Chinese goods and services. China Exim Bank began providing these types of loans in 1995.

According to China's State Council Information Office, between 2013 and 2018 China allocated a total of RMB 270.2 billion for foreign assistance in three categories: grants, interest-free loans, and concessional loans. Grants and interest-free loans are executed by the Ministry of Commerce (MOFCOM), and concessional loans and preferential export buyer's credits are carried out by CHEXIM (UNDP, 2021).

A-Grant.

In general, this type of aid is designed to assist recipient countries in building small or medium-sized social welfare projects (such as hospitals, schools, housing, and water supply systems); funding human resource development cooperation (scholarships and training); technical cooperation (sending teachers, medical personnel, and agricultural experts); material assistance (equipment) and emergency humanitarian assistance. Between 2013 and 2018 China's grants amounted to RMB 127.8 billion, around 47.3 percent of the total (China State Council, 2021).

II. 对中法两国扶贫援助形式的评价

2.1 中国提供的援助形式

1990年以前，中国向其非洲的合作伙伴提供无息贷款和赠款。中国的大部分赠款用于社会项目（卫生、教育和住房），而大部分无息贷款用于基础设施项目。至于优惠贷款，则用于涉及转让中国技术、出口中国商品和服务的大型项目。中国进出口银行于1995年开始提供此类贷款。

根据中国国务院新闻办公室的数据，2013年至2018年间，中国共拨付2702亿元人民币用于对外援助，分为三类：赠款、无息贷款和优惠贷款。赠款和无息贷款由商务部（MOFCOM）执行，优惠贷款和优惠出口买方信贷由中国出口信用保险公司（CHEXIM）执行（UNDP, 2021）。

A-赠款

一般来说，这类援助旨在帮助受援国建设中小型社会福利项目（如医院、学校、住房和供水系统）；资助人力资源开发合作（奖学金和培训）；技术合作（派遣教师、医务人员和农业专家）；物资援助（设备）和紧急人道主义援助。2013年至2018年，中国赠款达1278亿元人民币，约占赠款总额的47.3%（中国国务院，2021年）。

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B-Interest-free loans.

This form is mainly used to help recipient countries construct public facilities (bigger sized projects, mainly infrastructure) and launch projects to improve people's livelihood. Interest-free loans are mainly provided to developing countries with relatively good economic conditions. Similar to grants, the disbursements of interest-free loans are 100% financed by central government expenditure (Kitano and Harada, 2014). Between 2013 and 2018 the amount disbursed was about RMB 11.3 billion, around 4.18 percent of the total aid (China's State Council, 2021).

C-Concessional loans.

Concessional loans are mainly used to assist recipient countries undertake manufacturing and large and medium-sized infrastructure projects that have significant economic and social benefits, as well as for the supply of complete plants, machinery, and electronic equipment. This type of assistance is primarily used to assist recipient countries undertake projects in the productive sectors (manufacturing projects). Further, the projects must generate both economic and social benefits. The borrowing country may use it to purchase Chinese mechanical and electronic products, complete sets of equipment, technology, and services (Brautigam, 2010). Between 2013 and 2018 around RMB131.1 billion were disbursed by China (China's State Council, 2021). This represents 41.8 percent of the total of China's aid.

B-无息贷款。

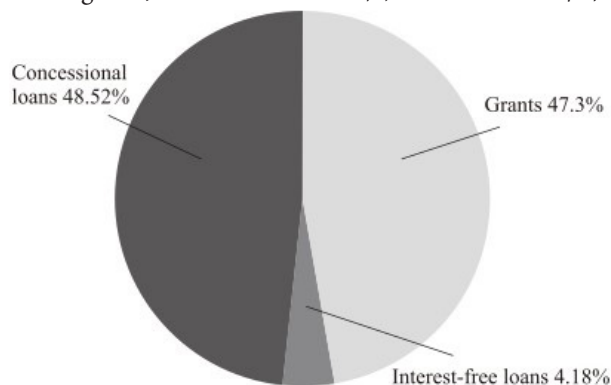
这种形式主要用于帮助受援国建设公共设施（规模较大的项目，主要是基础设施）和启动改善民生的项目。无息贷款主要提供给经济条件相对较好的发展中国家。与赠款类似，无息贷款的发放100%由中央政府支出提供资金（Kitano和Harada，2014年）。2013年至2018年，无息贷款发放额约为113亿元人民币，约占援助总额的4.18%（中国国务院，2021年）。

C-优惠贷款。

优惠贷款主要用于帮助受援国开展具有重大经济和社会效益的制造业和大中型基础设施项目，以及提供成套设备、机械和电子设备。这类援助主要用于帮助受援国开展生产部门的项目（制造业项目）。此外，这些项目必须同时产生经济和社会效益。借款国可将其用于购买中国的机械和电子产品、成套设备、技术和服 务（Brautigam，2010年）。2013年至2018年，中国共支付了约1,311亿人民币（中国国务院，2021年）。这占中国援助总额的41.8%。

Figure 1: China's Foreign Aid in three categories, 2013-2018

图 1：2013-2018 年中国对外援助的三个类别



Source: China's State Council: China's International Development Cooperation in the New Era, 2021.

来源：中国国务院资料来源：中国国务院：《新时代中国国际发展合作》，2021年。

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Thus, the three categories of aid play different roles. Specifically, China's grant allocations target social welfare projects (such as hospitals, schools, housing and water supply projects) and capacity-building initiatives, including scholarships and training across a variety of sectors. Generally, grants are used in LDCs characterized by the extreme poverty.

As far as interest-free loans are concerned, they indirectly address poverty by targeting the construction of public facilities. This includes roads, bridges, railways, etc. Unlike grants, these funds are provided to countries with sound and favorable economic conditions (State Council, 2011). Research indicates that there is a substantial connection between infrastructure development and the alleviation of poverty. Findings suggest that investments in tangible infrastructure play a major role in fostering community development that includes all social groups (Ali and Pernia, 2003). Interest-free loans and concessional loans, however, are primarily allocated to advanced economies, such as upper-middle income countries in Africa (Hubbard, 2008).

In addition to comparing the relationship between these three forms of aid and poverty alleviation, it is important to note that they also have additional goals. They all play an important role in China's foreign policy. Generally, grants and zero-interest loans are intended to advance broad diplomatic goals, whereas concessional loans provided by the China Exim Bank are intended to promote economic diplomacy goals (see also Brautigam, 2010). French aid is delivered in a similar manner, however there are some differences to be noted. In the following section, the different forms of aid used by France will be discussed.

因此，这三类援助发挥着不同的作用。具体而言，中国的赠款主要用于社会福利项目（如医院、学校、住房和供水项目）和能力建设项目，包括各部门的奖学金和培训。一般来说，赠款用于以极端贫困为特征的最不发达国家。

就免息贷款而言，它们通过针对公共设施的建设来间接解决贫困问题。这包括道路、桥梁、铁路等。与赠款不同的是，这些资金是提供给经济状况良好的国家的（国务院，2011）。研究表明，基础设施发展与减贫之间存在着实质性联系。研究结果表明，有形基础设施投资在促进包括所有社会群体在内的社区发展方面发挥着重要作用（Ali和Pernia，2003年）。然而，无息贷款和优惠贷款主要分配给发达经济体，如非洲的中上收入国家（Hubbard，2008年）。

除了比较这三种形式的援助与扶贫之间的关系外，重要的是要注意到它们还具有额外的目标。它们在中国外交政策中都扮演着重要角色。一般来说，赠款和零利率贷款旨在推进广泛的外交目标，而中国进出口银行提供的优惠贷款则旨在促进经济外交目标的实现（另见Brautigam，2010）。法国的援助方式与此类似，但也有一些不同之处。下文将讨论法国使用的不同援助形式。

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Most of China's grants go toward social projects (health, education, and housing), whereas most of its interest-free loans go toward infrastructure projects. As for the concessional loan, it covers large projects which involve the transfer of China's know-how and the export of Chinese goods and services.... Generally, grants and zero-interest loans are intended to advance broad diplomatic goals, whereas concessional loans provided by the China Exim Bank are intended to promote economic diplomacy goals.

中国的大部分赠款用于社会项目（卫生、教育和住房），而大部分无息贷款用于基础设施项目。至于优惠贷款，则用于涉及转让中国技术、出口中国商品和服务的大型项目。一般来说，赠款和零利率贷款旨在推进广泛的外交目标，而中国进出口银行提供的优惠贷款则旨在促进经济外交目标。

2.2. Forms of aid delivered by France

Depending on the status of the partner country, France provides different types of aid. It provides both grants and concessional loans. Loans are provided primarily to emerging economies and grants to low-income economies. Other types of assistance provided by France in partner countries, such as loan guarantees, are not considered as aid by the OECD/DAC standards.

A-Grant.

The share of grants in France's total official development assistance increased from 77% in 2017 to 79 % in 2021(Finance Committee of the French National Assembly, 2021.) The share of grants in bilateral ODA rose from 65% to 69% (France Diplomacy, 2021).

The grants are only available to poor countries in Sub-Saharan Africa. Specifically, it is intended for nineteen (19) low-and middle-income countries (known as '*Pays Pauvres Prioritaires*' or

2.2 法国提供的援助形式

根据伙伴国的地位，法国提供不同类型的援助。法国既提供赠款，也提供优惠贷款。贷款主要提供给新兴经济体，赠款主要提供给低收入经济体。根据经合组织/发援会的标准，法国在伙伴国提供的其他援助类型，如贷款担保，不被视为援助。

A-赠款

赠款占法国官方发展援助总额的比例从2017年的77%上升到2021年的79%（法国国民议会财政委员会，2021年）。赠款占双边官方发展援助的比例从65%上升到69%（法国外交，2021年）。

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'Priority Poor Countries, 'PPPs')¹. Under the 2021 development law, France plans to allocate at least half of all grants and two thirds of French Development Agency (AFD) grants to these countries. France is committed to raise the share of grants to the PPPs on average to at least 70% over the period 2022 to 2025 (Donor tracker, 2021). Grant funds are allocated to finance projects in the social sector (such as health, education, water, climate, and the environment), as well as infrastructure. In PPPs and crisis-affected countries, grants are primarily provided to finance the access of the poor to basic social services. Generally, grants fund activities and projects that are not covered by the market or private sector. Senegal, Chad, and Mali were among the top 10 recipients of grants in 2019 (France Diplomacy, 2021).

B-Loans

France's loans can be classified into two categories: sovereign loans and non-sovereign loans. It is possible for sovereign loans to be either concessional or non-concessional.

For concessional loans or subsidized loans, the rate differential between loans at market rate and at concessional rate is paid by the French government. This is similar to the loans issued by the China Exim Bank. Concessional loans are generally not provided to countries that are classified as Highly Indebted Poor Countries (HIPC) and Least Developed Countries (LDCs). China's concessional loans are subject to similar disbursement conditions.

Non-concessional sovereign loans are extended to countries with low debt levels and borrowing capacity, typically at market rates. Typically, sovereign loans that are not concessional are extended when there is an immediate credit

赠款只提供给撒哈拉以南非洲的贫穷国家。具体而言，它面向19个中低收入国家（被称为“优先贫穷国家”‘PPPs’）¹。根据2021年发展法，法国计划将至少一半的赠款和三分之二的法国开发署（AFD）赠款分配给这些国家。法国承诺在2022年至2025年期间将对优先贫困国家的赠款比例平均提高到至少70%（2021年捐助者追踪）。

赠款资金用于资助社会部门（如卫生、教育、水、气候和环境）以及基础设施项目。在公私伙伴关系和受危机影响的国家，赠款主要用于资助穷人获得基本社会服务。一般来说，赠款用于资助市场或私营部门无法覆盖的活动和项目。塞内加尔、乍得和马里是2019年接受赠款最多的10个国家之一（《法国外交》，2021年）。

B-贷款

法国的贷款可分为两类：主权贷款和非主权贷款。主权贷款既可以是优惠贷款，也可以是非优惠贷款。

对于优惠贷款或贴息贷款，市场利率贷款与优惠利率贷款之间的利率差由法国政府支付。这与中国进出口银行发放的贷款类似。优惠贷款一般不提供给被列为重债穷国和最不发达国家的国家。中国的优惠贷款也有类似的发放条件。

1 These include Benin, Burkina Faso, Burundi, the Central African Republic, Chad, Comoros, the Democratic Republic of the Congo, Djibouti, the Gambia, Guinea, Madagascar, Mali, Mauritania, Niger, Senegal, and Togo. Except for Burundi, the Democratic Republic of the Congo, and the Gambia, all were formerly colonized by France.

1 这些国家包括贝宁、布基纳法索、布隆迪、中非共和国、乍得、科摩罗、刚果民主共和国、吉布提、冈比亚、几内亚、马达加斯加、马里、毛里塔尼亚、尼日尔、塞内加尔和多哥。除布隆迪、刚果民主共和国和冈比亚外，其他国家都曾是法国的殖民地。

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Both... allocate their grants to fund projects and programs in impoverished countries.... However, there are notable differences between China and France. France specifically designates a list of recipient countries for its grants, focusing primarily on fourteen French-speaking nations known as Priority Poor Countries. In contrast, China targets poor countries with which it maintains diplomatic relations.

两者都将赠款用于资助贫困国家的项目和计划。然而，中国和法国之间也有显著的不同。法国专门指定了一份赠款接受国名单，主要针对被称为“优先贫困国家”的14个法语国家。与此相反，中国的资助对象是与其保持外交关系的贫困国家。

requirement due to a crisis-induced liquidity shortage. These loans are usually directed towards productive sectors without the necessity for state-backed guarantees and can finance projects related to infrastructure, urban development, and the environment.

Different types of sovereign concessional loans are available, such as loans to emerging countries (*Reserve des Pays Emergents*, RPE), debt refinancing loans, and structural adjustment loans. In the case of the RPE, it is provided to emerging countries to finance their economic development projects using French goods and services. These loans (RPE) are tied to the use of French know-how in sectors such as public transportation, environment, water and energy sectors. Refinancing loans primarily target least developed countries (LDCs), low-income countries, and middle-income countries. These loans aim to restructure existing debt of LDCs countries and support their ongoing efforts to achieve the Sustainable Development Goals. Essentially, this mechanism involves issuing new loans to settle previous debts.

As for the non-sovereign loans, they are provided to non-sovereign sectors, such as state-owned companies, public undertakings, local governments, public institutions, or NGOs that

非优惠主权贷款提供给债务水平和借贷能力较低的国家，通常按市场利率发放。通常情况下，非优惠主权贷款是在因危机引起的流动性短缺而急需信贷时发放的。这些贷款通常针对生产部门，无需国家担保，可为基础设施、城市发展和环境相关项目提供资金。

有不同类型的主权优惠贷款，如新兴国家贷款 (*Reserve des Pays Emergents*, RPE)、债务再融资贷款和结构调整贷款。就新兴国家贷款 (RPE) 而言，它是向新兴国家提供的，用于资助其使用法国商品和服务的经济发展项目。这些贷款 (RPE) 与使用法国在公共交通、环境、水和能源等领域的专门技能挂钩。再融资贷款主要针对最不发达国家 (LDCs)、低收入国家和中等收入国家。这些贷款旨在重组最不发达国家的现有债务，支持这些国家为实现可持续发展目标所做的不懈努力。从本质上讲，这一机制涉及发放新贷款来清偿以前的债务。

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perform public service missions. These loans are provided without state guarantees and are at the risk of the French Development Agency (AFD). Projects involving mega-infrastructure are financed by these loans.

France’s assistance in alleviating poverty is significantly characterized by the allocation of grants as appropriate tools and the establishment of a group known as Priority Poor countries (PPPs), which are considered as privileged vehicles for combating poverty in partner countries.

The following tables summarize the types of foreign aid generally offered by China and France:

至于非主权贷款，则提供给非主权部门，如国有企业、公共事业、地方政府、公共机构或执行公共服务任务的非政府组织。特别是，这些贷款没有国家担保，由法国开发署（AFD）承担风险。涉及大型基础设施的项目由这些贷款提供资金。

法国在减贫援助方面的显著特点是将赠款作为适当的工具，并建立了一个被称为“优先穷国”（PPPs）的小组，这些国家被视为在伙伴国消除贫困的优先工具。

下表概述了中国和法国通常提供的对外援助类型：

Table 5: Form of China and France’s aid by sector

		Loan		Grant
		Types of Loan	Sector	
China	Concessional Loan		Productive sector Large and Medium infrastructure	Social sector: health-education- housing water and sanitation
	Free Interest Loan		Infrastructure sector: Public facilities	Emerging Aid International cooperation: South-South Cooperation
France	Sovereign Loan	Concessional Sovereign Loan: Loan to emerging countries/ Debt refinancing loan/ Structural adjustment loan	Public transportation Environment Energy Cross-cutting sector: Sustainable Development Project/Macro-economic reform	Social sector: education, health, climate and environment and water and sanitation.
		Non-Concessional Loan	Productive sector Urban development Infrastructure	
	Non-Sovereign Loan		Mega infrastructure projects conducted by State Owned Enterprises/ Local government/ NGOs	

Source: Table made by the author for the purpose of this research

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表5：中国和法国按部门划分的援助形式

		贷款	赠款
		贷款类型	部门
中国	优惠贷款	生产部门 大型和中型基础设施	社会部门：卫生、教育、 住房、水和卫生设施
	免息贷款	基础设施部门：公共设施	新兴援助 国际合作：南南合作
法国	主权 贷款	优惠主权贷款：新兴国家贷款/债 务再融资贷款/结构调整贷款	公共交通 环境 能源 横向部门：可持续发展项目/ 宏观经济改革
		非优惠贷款	生产部门 城市发展 基础设施
	非主权贷款	国有企业/地方政府/非政府组 织实施的大型基础设施项目	社会部门：教育、卫生、 气候与环境、水与卫生。

资料来源：作者为本研究制作的表格

Table 6: Summary of the forms used by China and France to deliver their aid

DONOR	FORMS OF AID	RELATIONSHIP WITH POVERTY	
CHINA	Grant	Direct through social projects in poor countries	
	Loans	Interest free loan	Indirect through the construction of public facilities in recipient countries not absolutely poor countries
		Concessional loan	No impact on poverty as it targets creditworthy countries not poor countries
FRANCE	Grant	Social sectors in the PPPs	
	Concessional Loan	Allocated to non-poor countries: LIC, LMIC & EC. Allocated to finance debt repayment and structural reform (indirect relation with poverty)	

Source: Table made by the author for the purpose of this research

表6：中国和法国提供援助的形式一览表

捐赠者	资助形式	与贫穷的关系	
中国	赠款	直接通过贫困国家的社会项目	
	贷款	无息贷款	通过在受援国（非绝对贫穷国家）建造公共设施间接实现
		低息贷款	对贫困没有影响，因为它针对的是有信用的国家而不是贫困国家
法国	赠款	优先穷国中的社会部门	
	低息贷款	分配给非贫穷国家：LIC, LMIC&EC 用于偿还债务和结构改革（与贫困有间接关系）	

资料来源：作者为本研究制作的表格

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2.3. Forms of aid delivered by China and France to Guinea

Guinea has received comparable aid from both China and France, including grants and loans. However, differences can be found in the specific loan terms; for instance, France does not provide interest-free loans.

A. China's aid to Guinea

Since 1959, China has consistently supported Guinea through grants and interest-free loans. In 2008, they negotiated their first infrastructure loan. However, according to both China's standards and those of the OECD, this type of loan is not categorized as aid. During the early stages of China-Guinea relations, assistance primarily took the form of grants. Unfortunately, since funds were not recorded in the government's public finance accounts, it's challenging to precisely quantify the aid provided. Most of the assistance involved equipment, technical support, and infrastructure. Secondary sources indicate that by 2009, China had extended interest-free loans totaling US\$440 million (approximately 3 billion Yuan in 2022 currency) (Doubouya, 2009).

2.3 中国和法国向几内亚提供的援助形式

几内亚从中国和法国获得了类似的援助，包括赠款和贷款。不过，具体贷款条件有所不同，例如，法国不提供无息贷款。

A. 中国对几内亚的援助

自1959年以来，中国一直通过赠款和无息贷款支持几内亚。2008年，他们通过谈判获得了第一笔基础设施贷款。然而，根据中国和经合组织的标准，此类贷款不属于援助范畴。

在中几关系的早期阶段，援助主要以赠款的形式提供。遗憾的是，由于资金没有记录在政府的公共财政账目中，因此很难准确量化所提供的援助。大部分援助涉及设备、技术支持和基础设施。二手资料显示，截至2009年，中国提供的无息贷款总额达4.4亿美元（按2022年货币计算约合30亿元人民币）（Doubouya, 2009年）。

Table 7: China's grants allocation

GRANT	Industrial sector (all industrial units in the early 1960s)
	Energy sectors (Kinkon and Tinkisso Dams/22 power generators)
	Agriculture Sectors (Agricultural centers and Experts/ 50 combine harvesters)
	Telecommunication sector (RTG and transmission centers/ Technical experts)
	Education sectors (Rural schools and Scholarships)
	Health sectors (Condéya's health center and Kipé's Hospital/Medical experts/Equipment)
	Water sector (Water pumps)
	Cultural sector (Cinéma Liberté/Nongo stade)
	Government sectors: Government palaces/e-government project
	Transportation : Buses (100)/Trucks (50)
	Environment: 500 Tricycles

表7：中国的赠款分配情况

赠款	工业部门 (20 世纪 60 年代初的所有工业部门)
	能源部门 (Kinkon 和 Tinkisso 大坝/22 台发电机组)
	农业部门 (农业中心和专家/50 台联合收割机)
	电信部门 (电信和传输中心/技术专家)
	教育部门 (农村学校和奖学金)
	卫生部门 (Comeya 卫生中心和 Kipe 医院/医疗专家/设备)
	水泵
	文化部门 (解放电影院/农戈体育场)
	政府部门：政府建筑/电子政务项目
	运输：巴士 (100) / 卡车 (50)
	环境：500 辆三轮车

资料来源：迪亚洛，2009 年；中国驻几内亚大使馆，2019 年。

Source: Diallo, 2009, and China's Embassy in Guinea, 2019.

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China has pledged to offer concessional loans, mainly for energy projects. Specifically, in some areas of Guinea, China has agreed to fund a power supply initiative. For example, in 2007, Guinea sought help from China for building a thermal power station with a capacity of 168 megawatts. This appeal was directed to the Chinese state-run company CMEC (China Machinery Engineering Corporation). The entire expense of this venture was US\$200 million (Cissoko, 2009). The form of assistance Guinea was set to receive was a preferential loan with conditions including a repayment period of 15 years, an initial grace period of 5 years before payments start, and an interest rate fixed at 2%, provided by the Exim-Bank.

In February 2008, China's Ministry of Energy and CMEC entered a Memorandum of Understanding to conduct a feasibility study, including an environmental impact assessment, for the construction of the thermal power plant. However, the project's progress has been delayed, and currently, there is no information available regarding its commencement. In accordance with the agreement, both parties stipulated that Chinese firms would assume responsibility for constructing the infrastructure in exchange for exploration and resource exploitation rights. This specific loan arrangement was negotiated as a commercial loan, as documented in the literature (Fall and Diallo, 2009). Repayment for the loan was to be made using natural resources such as iron ore, bauxite, gold, and diamonds. Thus, China secured 1 billion tons of bauxite reserves through this project. The China Development Bank (CDB), authorized in 2008, provided funding to support Chinese companies engaged in mining activities in Guinea.

中国承诺提供优惠贷款，主要用于能源项目。具体而言，中国已同意为几内亚某些地区的电力供应计划提供资金。例如，2007年，几内亚向中国寻求帮助，以建设一座发电能力为168兆瓦的热电站。这一呼吁是向中国国营公司CMEC（中国机械工程集团公司）发出的。该项目总费用为2亿美元（Cissoko, 2009年）。几内亚将获得的援助形式是优惠贷款，条件包括还款期为15年，开始还款前有5年的初始宽限期，利率固定为2%，由中国进出口银行提供。

2008年2月，中国能源部与CMEC签订了一份谅解备忘录，为建设热电厂进行可行性研究，包括环境影响评估。然而，该项目的进展一直受到拖延，目前尚无任何关于项目启动的信息。有些形式的转让存在争议，各方观点不一；有人认为是援助，也有人认为是中国投资战略的一部分。具体而言，在几内亚，2005年与中国启动了全球基础设施融资一揽子计划（R4I）。在某些情况下，这种安排类似于以物易物，即由捐助方提供贷款以换取采矿特许权。

根据协议，双方规定由中国公司负责建设基础设施，以换取勘探和资源开采权。根据文献记载（Fall和Diallo, 2009年），这一具体贷款安排是作为商业贷款谈判达成的。贷款的偿还将使用铁矿石、铝土矿、黄金和钻石等自然资源。因此，中国通过该项目获得了10亿吨铝土矿储备。中国国家开发银行（CDB）于2008年获得授权，为在几内亚从事采矿活动的中国公司提供资金支持。

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Following setbacks in these industrial projects, China shifted its grant focus toward social initiatives and sectors likely to alleviate poverty. Examples include education (school construction), healthcare (hospitals and health centers), agriculture (research centers and land provision), energy (dams and power generators), transportation (public buses), and water supply (water pumps). China's grant deployment in specific sectors can be seen as directly addressing poverty. Thematic sectors—such as telecommunications (TV stations and transmission centers), cultural initiatives (stadium construction), and government projects (e-government)—have also benefited from grants. China's assistance in the telecommunications sector plays a crucial role in providing information to rural areas, where lack of information contributes to poverty. Furthermore, support in the cultural sector has the potential to create jobs and educate young people in sports, a group disproportionately affected by poverty.

Lastly, grants have been allocated to aid the government's anti-corruption efforts, recognizing corruption as another factor contributing to poverty. However, it's worth noting that some grant-funded projects—like the construction of the presidential palace and a cinema—are considered 'white elephants' with short-term benefits (job creation during construction) but no lasting impact on poverty alleviation.

B. Forms of France's aid and poverty reduction in Guinea

Guinea has predominantly received cash grants from France, although there is evidence that France has also extended concessional loans to Guinea. Since adopting the French Development Cooperation Vision in 2011, France has channeled most of its aid to impoverished countries through grants. In Guinea, these grants have funded

在这些工业项目受挫后，中国将赠款重点转向了社会倡议和有可能减轻贫困的部门。例如，教育（学校建设）、医疗（医院和医疗中心）、农业（研究中心和提供土地）、能源（水坝和发电机）、交通（公共汽车）和供水（水泵）。

中国在特定领域的赠款部署可被视为直接针对贫困问题。电信（电视台和传输中心）、文化活动（体育场建设）和政府项目（电子政务）等专业部门也从赠款中受益。中国在电信领域的援助在向农村地区提供信息方面发挥了至关重要的作用，因为信息匮乏导致了农村地区的贫困。此外，对文化领域的支持有可能创造就业机会，并在体育领域对年轻人进行教育，而这一群体受贫困的影响尤为严重。

最后，由于认识到腐败是导致贫困的另一个因素，政府还划拨了赠款来协助政府的反腐工作。不过，值得注意的是，一些赠款资助的项目，如总统府和电影院的建設，被认为是“大白象”，只能带来短期效益（建设期间创造就业机会），而对减贫没有持久影响。

B. 法国的援助形式与几内亚的减贫工作

几内亚主要接受法国的现金赠款，但有证据表明，法国也向几内亚提供优惠贷款。自2011年通过《法国发展合作愿景》以来，法国通过赠款向贫困国家提供了大部分援助。在几内亚，这些赠款资助了各种项目，包括农业倡议、地方发展计划（如乡村社区支持计划、供水项目和粮食安全努力）、教育项目、卫生干预措施、社会基础设施建设和对非政府组织的支持。

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various projects, including agriculture initiatives, local development programs (such as the Support Programme for Village Communities, water supply projects, and food security efforts), education projects, health interventions, social infrastructure construction, and support for non-governmental organizations.

For instance, within the agriculture sector, grants have supported projects like enhancing potato producers' export capabilities (2005), implementing a trade capacity-building program for peasants (PRCC2), developing rice cultivation in lower Guinea (2011), and promoting rice-fish farming in forested Guinea (2013). Local development initiatives have also benefited from grants, financing support programs for village communities in forested Guinea (2000) and rural credit institutions (2002). Water and sanitation projects, including the Sanitation Project of the Yimbaya School District in Conakry (2008), have been funded through grants. France has also directed grants toward the Education Sector Programme (ESP) and infrastructure projects, such as urban road development (e.g., the Tombo/Gbessia highway in Conakry, 2003). Additionally, grants supported the reform of Guinea's health system (2002), the establishment of the Pasteur Centre of Expertise in Conakry (2014), and the Ebola Treatment Centre (ETC) in Guinea (2014). Despite some concessional loans being offered, they remain scarce compared to grants.

例如，在农业部门，赠款支持了一些项目，如提高马铃薯生产者的出口能力（2005年）、实施农民贸易能力建设计划（PRCC2）、发展几内亚下游地区的水稻种植（2011年）以及促进几内亚森林地区的稻田养鱼（2013年）。地方发展举措也受益于赠款，为几内亚森林地区的乡村社区支持计划（2000年）和农村信贷机构（2002年）提供资金支持。水和卫生项目，包括科纳克里Yimbaya学区卫生项目（2008年），也得到了赠款资助。法国还将赠款用于教育部门计划（ESP）和基础设施项目，如城市道路开发（如2003年科纳克里的Tombo/Gbessia高速公路）。此外，赠款还支持了几内亚卫生系统改革（2002年）、在科纳克里建立巴斯德专家中心（2014年）和几内亚埃博拉治疗中心（2014年）。尽管提供了一些优惠贷款，但与赠款相比，优惠贷款仍然很少。

III. 中国和法国援助的异同

中国和法国都利用赠款资助对贫困有直接或间接影响的项目。这种形式的援助支持了两国目标地区的社会福利、发展倡议和基本基础设施。两国都将赠款用于资助贫困国家的项目和计划。

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III. Summary of the similarities and differences between the forms of China and France's aid

Both China and France have utilized grants to finance projects with direct or indirect impacts on poverty. This form of aid supports social welfare, development initiatives, and basic infrastructure in both donors' target regions. Both countries allocate their grants to fund projects and programs in impoverished countries.

However, there are notable differences between China and France. France specifically designates a list of recipient countries for its grants, focusing primarily on fourteen French-speaking nations known as Priority Poor Countries. In contrast, China targets poor countries with which it maintains diplomatic relations.

Regarding loans, both countries provide this form of aid, but China's interest-free and concessional loans benefit only a select few poor countries. Eligibility for these loans requires sound economic conditions (for interest-free loans) or creditworthiness (for concessional loans)

Conversely, France offers concessional loans exclusively to lower middle-income Mediterranean countries, upper middle-income nations, and Highly Indebted Poor Countries (HIPCs) that are not classified as Least Developed Countries (LDCs) or emerging economies. Consequently, LDCs and low-income countries, despite being considered poor, do not qualify for concessional loans from France.

In summary, grants remain a primary intervention tool for both donors in addressing poverty in Guinea. When it comes to loans, they are extended to countries with favorable economic standing or credit ratings.

然而，中国与法国之间存在显著差异。法国专门指定了一份受援国名单，主要集中在14个被称为“优先贫困国家”的法语国家。与此相反，中国的资助对象是与中国有外交关系的贫困国家。

关于贷款，两国都提供这种形式的援助，但中国的无息贷款和优惠贷款只惠及少数几个贫困国家。获得这些贷款的资格要求有良好的经济条件（无息贷款）或信誉（优惠贷款）。

相反，法国只向不属于最不发达国家或新兴经济体的地中海中下收入国家、中上收入国家和重债穷国提供优惠贷款。因此，最不发达国家和低收入国家尽管被视为贫穷国家，却没有资格获得法国的优惠贷款。

总之，赠款仍然是两个捐助方解决几内亚贫困问题的主要干预工具。贷款则提供给经济状况或信用评级良好的国家。

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